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ABSTRACT

This document is a report of the anonymous responses of 61 legislators and 70 men and women serving as college trustees or as members of boards or commissions charged with responsibility for higher education in Colorado. These responses were made to 50 selected issues in higher education to which respondents were given the opportunity to strongly agree, agree, register uncertainty, disagree or strongly disagree. The 50 issues can be condensed into 10 broad areas: (1) overall accountability and economic value; (2) behavior, academic freedom and tenure; (3) collegiate roles, goals, outcomes and emphasis; (4) economic considerations and costs; (5) federal support allocations; (6) faculty rewards and working conditions; (7) statewide coordination and control; (8) shared internal governance; (9) access and admissions in higher education; and (10) compensatory educational opportunity. (HS)

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COLORADO LEGISLATORS AND COLLEGIATE TRUSTEES RESPOND TO SELECTED ISSUES IN HIGHER EDUCATION

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Professor of Higher Education

ACKNOWLEDGMENTS

Without abdicating any personal responsibility for the study or this report, I wish to acknowledge with appreciation the able assistance of Sanders G. Arnold, Leslie R. Fowler and Eric W. Schmidt. The counsel of these three legislators was invaluable in the preparation of the study, and the distribution and collection of the questionnaires in the General Assembly by Representative Arnold and Senator Fowler was a distinct aid.

The assistance of collegiate presidents and directors of various boards also was a great help and is acknowledged as such. The encouragement to participate, which they voiced to board members, and their assistance with the distribution of the questionnaires contributed much to the success of the project.

A note of thanks also is appropriate to those individual legislators, college and university trustees, and members of boards and commissions of higher education who completed and returned the questionnaires. Without their cooperation neither the study nor this report would have been possible.

The cooperation of all who assisted in this project has heightened my respect for men and women who take seriously their responsibility for public education. No one of the laymen involved makes a living in this endeavor, indeed, many probably serve at a personal cost. Such service represents an important aspect of the American way of life.

December, 1972

Stephen Romine
University of Colorado

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SYNOPSIS OF THE STUDY

This section of the report brings to the reader a brief explanation of what was done and what was discovered in the study, all free of time consuming detail. To those who seek only a broad generalized picture, perhaps somewhat oversimplified, this section is all that needs to be read. For those who have the time and the wish to wrestle with thought provoking details, the remainder of the report is strongly recommended. One who wishes the more complete picture may start with Section I, omitting this synopsis until the details are read.

It should be remembered that there are not necessarily any right, correct or proper responses to the issues in higher education with which this study deals. Issues are debatable, the positions taken by people tending to differ. Agreement, disagreement and uncertainty offer bases for further inquiry and provide the stuff of which arbitration, compromise and consensus are accomplished.

As the researcher, my task has been to ascertain the positions of respondents on the issues, to report these positions honestly and to make such brief observations as may assist the reader in his interpretation of the data and aid him in his search for meaning and usefulness in what he reads. All of this is to be done without criticism. Much explanation and discussion might be devoted to each issue, but such elaboration has not been a purpose of the report. Introductory comments are made throughout the report, and some references are provided for those who may wish to pursue their inquiry further.

What Was Done?

This document is a report of the anonymous responses of 61 legislators and 70 men and women serving as college trustees or as members of boards or commissions charged with responsibility for higher education in Colorado. These responses were made to 50 selected issues in higher education presented in a questionnaire, a copy of which appears in the Appendix. This instrument was filled out by the respondents early in 1972.

What Was Discovered?

Respondents were given the opportunity to Strongly Agree, Agree, register Uncertainty, Disagree or Strongly Disagree with each of the issues. Details of the distribution of responses are presented in tables and discussion appearing in later sections of the report.

Following an overall graphic picture of responses, this synopsis offers some selected generalizations based on these details as assembled to cover some areas of significant concern in higher education. The Mean (average) scores for each item were utilized in this process, and some minor differences in

group responses are not accounted for in the resulting generalizations.

Not every individual issue is included in this discursive presentation and issues have been grouped somewhat differently than they appear later, the intent being to show some larger summary relationships. Issue by issue treatment is given under other headings in subsequent sections of the report.

Figure 1 is presented to provide a general overall pattern of the responses of legislators and trustees, the latter term being used throughout the report as a collective to include board and commission members as well as institutional trustees. It is significant that there was much agreement between the responses of the two groups. Equally important, there was disagreement, some of which was statistically dependable and meaningful, as reported among later details. Not obvious in Figure 1, but clearly shown in Tables I - VI, responses to most issues were distributed across the full range of agreement-disagreement, including uncertainty.

Overall Accountability and Economic Value. Although questioning whether the public is well satisfied with higher education in Colorado, and whether higher institutions generally exhibit satisfactory accountability, legislators and trustees shared Agreement that higher education has had a positive impact on the economy of the state.

Behavior, Academic Freedom and Tenure. Legislators and trustees believed somewhat more strongly that student behavior has been responsible and commendable than they believed that faculty behavior has been responsible in the exercise of academic freedom. Both groups Agreed that academic freedom is essential if higher education is to be of maximum value to society, and both denied the value of tenure to optimal faculty performance. They were in Agreement that faculty members should become involved in public affairs as private citizens, but they did not believe that higher institutions should take official positions on political and related issues.

Collegiate Roles, Goals, Outcomes and Emphasis. Registering Uncertainty whether higher education should teach youth to accept and fit into existing patterns of living, legislators and trustees Agreed that higher institutions should develop individual student potentiality, optimal self-fulfillment, sensitivity to the need for change and constructive criticism, and that they should encourage the seeking of higher values and better ways of living and doing things.

Both groups placed primary emphasis upon teaching. They were Uncertain whether university faculty members should devote proportionately more time to research than other faculty, and they also were Uncertain whether the research accomplished by the faculty of Colorado higher institutions has had a significant positive influence on the economy of the state. Both groups expected higher institutions to have clearly defined objectives

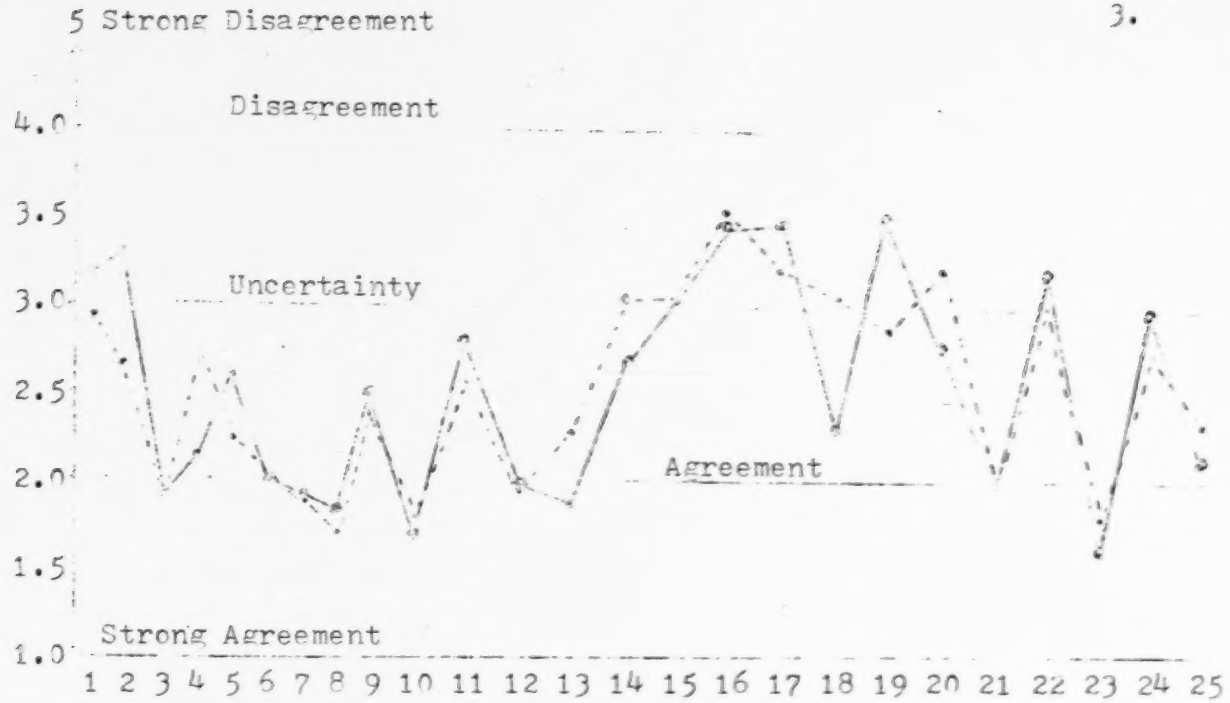
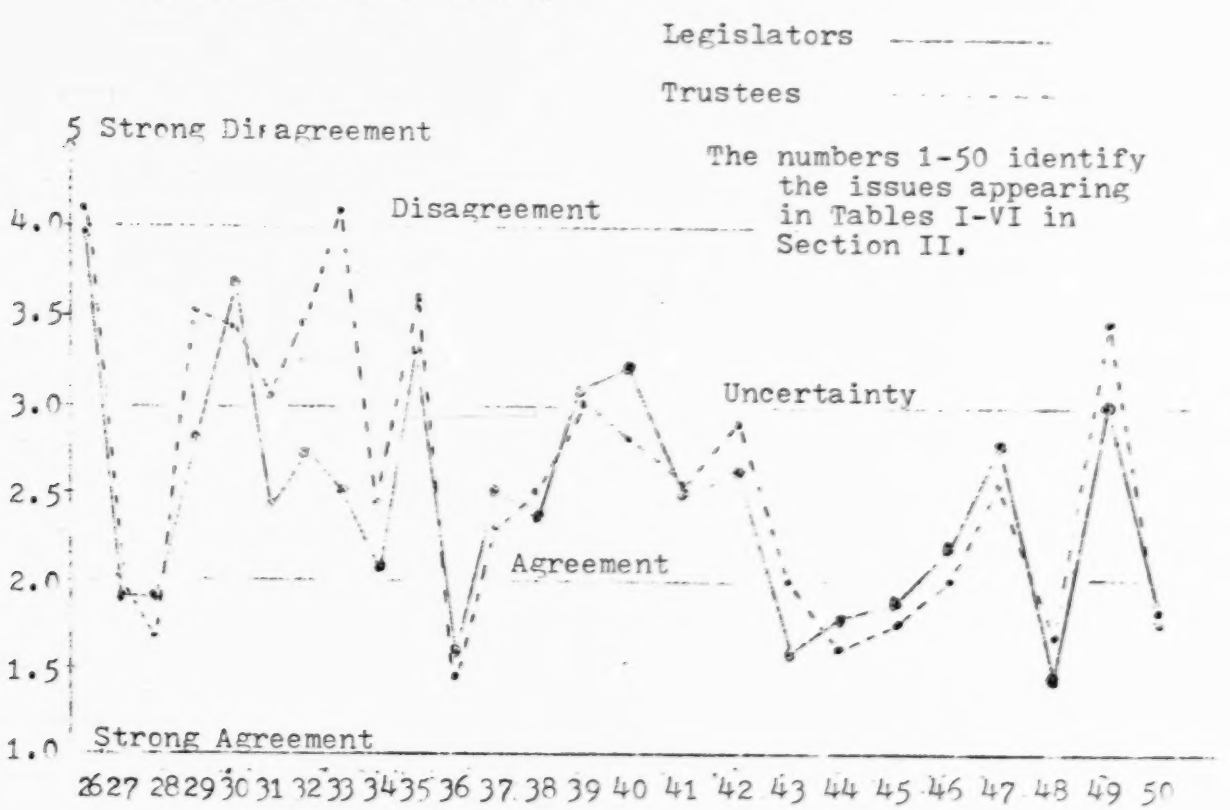


Figure 1. Graphic Presentation of Legislator and Trustee Responses to Fifty Selected Issues in Higher Education (Approximate Mean Scores)



which they attain.

Economic Considerations and Costs. Legislators and trustees Agreed that operational efficiency is of primary importance in higher institutions and that there is unnecessary duplication in educational offerings among some institutions. But they were Uncertain whether the state can continue substantial annual increases in institutional support and Uncertain whether a larger share of the costs should be borne by resident and non-resident students and/or their parents.

Federal Support Allocations. Both groups of respondents expressed Uncertainty (tending toward Disagreement) whether federal support should be allocated directly to qualified students or directly to higher institutions in categorical grants. Legislators Agreed with the idea that federal support should be granted to some central state agency for redistribution to higher institutions, but trustees were Uncertain on this point. Trustees also were Uncertain whether broadly based federal grants should be allocated directly to institutions, while legislators Disagreed slightly with the idea.

Faculty Rewards and Working Conditions. Uncertain whether economic conditions now require heavier work loads than in the past, legislators and trustees Agreed that work loads are generally too light. They Agreed that understandable measures of faculty performance and productivity should be established on a state-wide basis and Agreed that merit performance should be the major basis for salary increases and promotion.

Trustees registered Uncertainty (close to mild Disagreement) whether faculty salaries are generally too low, and legislators indicated mild Disagreement with the idea. Legislators were Uncertain whether future salary increases should be based largely upon cost of living factors, whereas trustees registered mild Disagreement with the idea. Trustees were Uncertain whether uniform salary schedules for different types of higher institutions should be worked out at the state level and legislators barely Agreed with the uniform salary schedule idea.

Statewide Coordination and Control. There seems to be considerable difference of opinion as to where the locus of statewide coordination and control should rest, although both legislators and trustees definitely Agreed that there is increasing need in higher education for long range planning at both the state and institutional levels. Both groups were about midway between Agreement and Uncertainty on the need for greater interstate and regional cooperation in higher education.

The trustees definitely Disagreed with the idea of giving the State Legislature a stronger governance role and they were on the border between Disagreement and Uncertainty regarding a stronger role for the Colorado Commission on Higher Education (CCHE). Legislators were Uncertain (Leaning toward Agreement)

whether either the CCHE or the State Legislature should play a stronger governance role. Neither respondent group supported the idea of a stronger role for the Office of the Governor, the legislators being Uncertain (toward Disagreement) and the trustees registering slight Disagreement.

Both groups shared Agreement on the idea that boards of trustees of higher institutions should play a stronger role in the governance of these institutions than they now do, and legislators were in slightly higher Agreement with this point than were trustees.

Shared Internal Governance. Both legislators and trustees were Uncertain whether students should have opportunity to participate in the administrative process in higher institutions. Trustees were somewhat less Uncertain (toward mild Agreement) whether faculty members should have the same opportunity, and legislators were only in slight Agreement that they should.

Access and Admissions in Higher Education. Legislators and trustees saw community colleges as playing a major role in meeting any expansion demands in higher education over the next few years, and both Agreed that "open door" admissions should prevail in these institutions.

Both groups were somewhat Uncertain whether admissions to 4-year colleges and universities should be restricted only to academically well prepared students. They were close to Agreement but slightly Uncertain whether graduate programs should be concentrated in state universities rather than spread widely among 4-year colleges and universities. Both groups also were Uncertain whether there would be need for additional 4-year colleges and universities in Colorado over the next decade, a few respondents qualifying this issue with respect to Mesa College.

Compensatory Educational Opportunity. Legislators and trustees seemed to believe that specific allocation of some funds, either or both federal and state, should be made to assist economically needy students and educationally disadvantaged students regardless of sub-cultural membership, but they were a little Uncertain whether special compensatory educational opportunity and assistance should be provided for minority students.

SECTION I. THE SETTING AND THE STUDY

All is not well in higher education. The promise of the past has eluded many who have pursued it and the future is uncertain, if not threatening. The development and maturation of higher education has been a prolonged and painful process and it is not yet finished. Challenges, confusion and confrontation have come to characterize colleges and universities at the height of their enrollment and support. These unsettling conditions are apt to persist. The need for reexamination of ends and means has become clear and pressing.

One of the most significant developments in American history is the democratization and popularization of education. Upward extension of opportunity for formal schooling has been in process for more than a century and now includes higher education. In the decades following World War II the terms expansion, growth and increase have been descriptive of virtually all aspects of the collegiate scene. Both expectations and costs have soared. The slogan, "A college graduate in every home" is coming to displace the aspirations of "A chicken in every pot" and "Two cars in every garage."

Although sometimes heralded as such, higher education has not been a panacea for the nation's ills. Debate of academic issues, once restricted largely within institutional walls, now extends beyond the campus. The rise of accountability as a demand for educational effectiveness and operational efficiency bears witness to a serious confidence crisis. Lack of unity within the academic halls is matched by division among and within the many sectors of the larger societal community.

Impaired communication characterizes the relationship of higher education with its supporting society. Response to outside entreaty often has been slow and limited to reaction calculated to advance institutional interests, defend academic freedom and autonomy, and discourage further questions.

The Nature and Purposes of the Study

Educational literature is replete with the opinions of educators on major issues.[1] Relatively few studies have been reported of the positions of state legislators and collegiate trustees on major issues.[2] Some persons would argue that it is the professional rather than the lay opinion that counts. This point of view may well be at the root of much of the misunderstanding between educators and society. Realistically, too,

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1. For example, see: Edward Gross and Paul V. Grambsch, University Goals and Academic Power, Washington, D. C: American Council on Education, 1968, 164 pp.
2. For an exception, see: Heinz Eulau and Harold Quinley, State Officials and Higher Education, Berkeley: The Carnegie Commission on Higher Education, 1970, 209 pp.

current conditions highlight the growing significance of public opinion, both constituent and general.

Higher institutions are increasingly viewed as agents of society expected to serve rather than to master. The popularization of higher education has penetrated the mystique traditionally surrounding all learned professions. This development and the general reduction of unquestioning allegiance to old and once well established values have reduced the ready acceptance of professional pronouncements.

The locus of decision making in higher education is shifting toward external agencies. Coordinating commissions, legislatures and state executive offices progressively are making the really critical decisions of institutional operation and support. Staff members working for these groups make and/or influence many decisions once primarily the responsibility of trustees, presidents and other collegiate administrators.[3]

Against this background, the present study seeks to present the viewpoints of individual members of two groups of laymen having a very special interest in Colorado higher education and playing vital roles in its operation. One of these groups is composed of state legislators. The other is made up of persons serving as collegiate trustees or as members of state boards or commissions having specified responsibility for higher institutions. These groups are spoken of throughout the report as legislators and trustees. It is with their perceptions of some selected issues in higher education that this study deals.

Legislators control the purse strings of higher education. Through such control and other legislative action dealing with a myriad of state business, they influence greatly the making of educational policy at both the state and the institutional level. Similarly, any unresponsiveness, disbelief or inaction on their part affects what higher institutions and other state agencies do and influences the manner of their doing it. Consequently, the viewpoints of these men and women, elected by the people to serve them, are very important and are not wisely neglected.

Similarly, the trustees, serving at various levels and in various ways, make and influence the making of policies within the constraints of constitutional, legislative, executive and judicial mandates and provisions. Their viewpoints also merit serious consideration, for they, too, serve as resprsentatives of the people, some being elected and others appointed to their positions of responsibility and trust.

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3. For a discussion of this trend, see: Lyman A. Glenny, "The Anonymous Leaders of Higher Education," Journal of Higher Education, Vol. XLIII, No. 1, January 1972, pp. 9-22.

Objectives Sought in the Study. Through the use of a questionnaire developed by the researcher, it was proposed to seek the following primary objectives:[4]

1. To ascertain the agreement or disagreement of the respondents with some statements of selected major issues in higher education.

2. To identify principal aspects of higher education believed by the respondents to need explanation and/or improvement.

3. To present other pertinent comments of the respondents regarding higher education in Colorado.

Of long range interest, it was hoped that the study might serve to encourage the taking of steps that would increase and improve communication between higher institutions on the one hand and legislators and trustees on the other. This outcome was as much a motive for the study as a purpose, for many persons believe strongly that effective communication is imperative to both the well being of higher education and the proper discharge of stewardship by legislators and trustees.

Design and Procedures Utilized. The questionnaire used contains 50 statements of issues of considerable significance to higher education in Colorado at this time. These statements have been classified to provide a more complete picture of some broader areas of concern than would otherwise be possible. These eight interrelated areas are as follows:

1. Accountability in Higher Education
2. State Financing and Federal Support
3. Faculty Rewards and Working Conditions
4. The Locus of External Coordination and Control
5. Shared Internal Governance
6. Access and Admissions in Higher Education
7. Compensatory Educational Opportunity
8. Student Outcomes

Respondents were asked to check one response among five for each of the 50 issues: Strongly Agree, Agree, Uncertain, Disagree or Strongly Disagree. This technique provides for a full range of opinion, is useful for statistical analysis of data and provides a basis for subsequent efforts directed at developing some measure of consensus on issues.

It should be remembered that the responses are those of individuals, that is, of legislators and trustees, and not of the legislature as a body nor of the several boards or commissions to which the trustees belong. The responses of individuals are brought together to present a collective picture of each of

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4. See Appendix for a copy of the questionnaire.

the two groups, but this position is not intended as representing an official stance of the groups.

The Respondents. The population of legislators consisted of all members listed in the 1972 Directory of the Forty-Ninth General Assembly. Questionnaires were packaged for each member and delivered in the House of Representatives and the Senate. Responses were returned individually in sealed envelopes. Followup was done through direct mail contact with individuals. Of the 100 members of the General Assembly, 61 made usable responses, a very adequate 61 per cent return.

The population of trustees and members of state boards and commissions consisted of all such groups except one local board. Questionnaires were distributed to groups in some cases and directly to individuals in other cases. Individual responses were mailed directly to the researcher in all cases and followup was done on an individual basis. Of the 97 persons polled, usable responses were received from 70, yielding a strong 72 per cent return.

SECTION II. OVERALL RESPONSES OF LEGISLATORS AND TRUSTEES

The responses of legislators and trustees are pictured in this section of the report via a series of tables. As indicated earlier, the possible responses to each issue were as follows, together with identifying initials and figures representing the numerical value of the response as used in computing Mean or average scores for each issue:

Strongly Agree	SA	1
Agree	A	2
Uncertain	U	3
Disagree	D	4
Strongly Disagree	SD	5

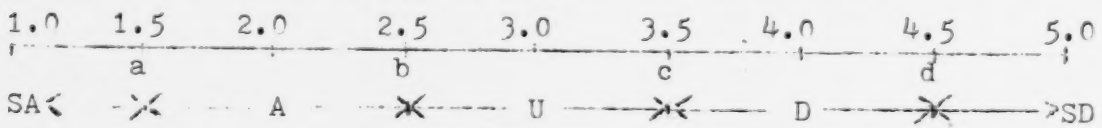
In reading the tables, it will be noted that the percentage distribution of responses and the Mean scores are given for each issue. For those issues with which the difference in Mean scores between legislator and trustee responses were statistically significant at the .05 or higher level of confidence a figure in parentheses at the end of the issue indicates the level of confidence. If this observed difference of Means is significant at the .05 level or higher (such as .01 or .001), then we can accept it as indicative of a true difference with 95 per cent or higher confidence. Some other differences will be noted, but these probably should not be accepted as dependable.

Accountability in Higher Education[5]

Accountability has become a watchword in all of education. Most of the many and varied expectations of those who want accountable institutions are included in two related dimensions--educational effectiveness and operational efficiency. Do a good job, do it economically and prove that you have done both, states the principle of accountability, but practicing it is another matter.

The data in Table I present the responses of legislators and trustees to 13 issues that are interrelated within the scope of accountability. Reference to the Mean scores will show the central position of the legislators and trustees as groups. The percentages reveal the distribution of individual responses.

The primary values for each possible response and the relationship numerically may be pictured as follows:



Point a on the scale, with a value of 1.5, represents a boundary

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5. See the following periodicals for a series of articles on accountability: March 1971 issue of the Junior College Jour. and the December 1970 issue of the Phi Delta Kappan.

position midway between Strong Agreement and Agreement. Point b on the scale, with a value of 2.5, represents a boundary position midway between Agreement and Uncertainty. Similarly, points c and d are midway boundaries respectively between Uncertainty and Disagreement and between Disagreement and Strong Disagreement.

Therefore, a Mean score of 1.75 suggests Agreement tending toward Strong Agreement, whereas a Mean score of 2.25 indicates Agreement tending toward Uncertainty. That is, the higher Mean score (2.25) represents weaker agreement than does the lower Mean score of 1.75. Similarly, a Mean score of 3.25 represents Uncertainty tending toward Disagreement, whereas a Mean score of 3.75 suggests Disagreement tending toward Uncertainty. By keeping in mind this discussion and the illustrations, the reader should have no difficulty in interpreting the tables.

General Public Satisfaction and Institutional Accountability. Legislators and trustees were Uncertain whether the public is well satisfied with higher education in Colorado. Both were also Uncertain whether higher institutions generally exhibit satisfactory accountability for human and monetary resources, but the legislators tended toward Disagreement while the trustees leaned toward Agreement, in responses that were significantly different.

Student and Faculty Behavior. Much has been said and written about student and faculty behavior and its impact on confidence in higher institutions.[6] Colorado legislators and trustees Agreed that most college students behave in a responsible and commendable manner. Legislators Agreed that rules on such behavior and their enforcement are generally too permissive and lax, but in a significantly different response, the trustees were Uncertain.

Legislators were Uncertain whether faculty members generally exhibit responsible behavior in the exercise of academic freedom, although they leaned toward Agreement. Trustees registered significantly more Agreement that faculty members behave responsibly. Both legislators and trustees Agreed that faculty members should become involved in public affairs as private citizens and both Agreed that higher institutions should avoid taking official positions on political and related issues. The pros and cons of institutional politicalization have prompted much expression of opinion among academicians and others.[7]

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6. For reactions to student unrest by government officials in nine states, see: Eulau and Quinley, op. cit., pp. 127-53.
7. For some differing points of view, see: Stephen Romine, "Alternatives to Politicalizing Higher Education," Educational Record, Spring 1971, pp. 176-80 and Immanuel Wallerstein, "Academic Freedom and Collective Expressions of Opinion," Journal of Higher Education, December 1971, pp. 713-20.

TABLE I

LEGISLATOR AND TRUSTEE RESPONSES TO ISSUES ON ACCOUNTABILITY IN HIGHER EDUCATION

ID[1]	Issues	L/T[2]	M/S[3]	Percentages of Responses[4] SA	A	U	D	SD
1	In general the public is well satisfied with higher education in Colorado.	L	3.23	3.3	29.5	24.6	26.2	16.4
		T	2.97	2.9	37.1	22.9	34.3	2.9
2	Colorado higher institutions generally exhibit satisfactory accountability for the human and monetary resources placed at their disposal. (.001)[5]	L	3.28	4.9	19.7	29.5	34.4	11.5
		T	2.64	2.9	54.3	25.7	10.0	7.1
3	The behavior of most students in Colorado higher institutions is responsible and commendable.	L	1.97	21.3	60.7	18.0	0	0
		T	1.97	24.3	61.4	8.6	4.3	1.4
4	Rules on student behavior and their enforcement are generally too permissive and lax in higher institutions. (.01)	L	2.18	27.9	37.7	23.0	11.5	0
		T	2.73	11.4	40.0	18.9	24.3	5.7
5	Higher institution faculty members generally exhibit responsible behavior in the exercise of academic freedom. (.05)	L	2.60	8.2	50.8	19.7	14.8	6.6
		T	2.26	8.6	70.0	11.4	7.1	2.9
6	Faculty members of higher institutions should become involved in public affairs as private citizens.	L	2.00	23.0	60.7	11.5	3.3	1.6
		T	2.01	14.3	75.7	5.7	2.9	1.4
7	Higher institutions should avoid taking official institutional positions on political and related issues.	L	1.95	49.2	24.6	11.5	11.5	3.3
		T	1.94	39.1	42.0	5.8	11.6	1.4

Continued

1. Identification numbers for issues in Figure 1.
2. L = legislator responses T = trustee responses.
3. Mean scores based on scale: SA=1, A=2, U=3, D=4, and SD=5.
4. SA = Strongly Agree, A = Agree, U = Uncertain, D = Disagree, and SD = Strongly Disagree.
5. Numbers in parentheses indicate the level of confidence for significantly different Mean score responses of legislators and trustees. Such numbers are given only for confidence levels of .05 or higher as explained earlier; other differences of Mean scores should probably not be considered as dependable.

TABLE I (Continued)

ID	Issues		M/S	Percentages of Responses				
				SA	A	U	D	SD
8	Higher institutions should have clearly defined objectives and should clearly demonstrate attainment of these objectives.	L	1.88	27.9	59.0	9.8	3.3	0
		T	1.70	35.7	60.0	2.9	1.4	0
9	More time and energy should be devoted to focusing higher education directly on problems and challenges which face society in living here and now.	L	2.49	21.3	36.1	19.7	18.0	4.9
		T	2.46	8.7	56.5	17.4	14.5	2.9
10	Higher education in Colorado has had a positive effect on the economy of the state.	L	1.74	36.1	57.4	4.9	0	1.6
		T	1.86	40.0	45.7	7.1	2.9	4.3
11	Research accomplished by Colorado higher institution faculty members has had a significant effect on the economy of the state.	L	2.72	13.1	23.0	44.3	18.0	1.6
		T	2.49	8.7	44.9	37.7	5.8	2.9
12	Economic efficiency in operation is of primary importance in higher institutions.	L	2.08	34.4	37.7	13.1	14.8	0
		T	2.06	37.1	35.7	12.9	12.9	1.4
13	There is unnecessary duplication in educational offerings among some higher institutions in Colorado. (.05)	L	1.95	42.6	31.1	16.4	8.2	1.6
		T	2.31	17.1	48.6	21.4	11.4	1.4

Educational Goals and Economic Outcomes. Both groups of respondents Agreed that higher institutions should have clearly defined objectives and attain them. They Agreed (less definitely) that more time and energy should be devoted to focusing higher education on current social challenges and problems.

Legislators and trustees Agreed that higher education has had a positive effect on the state's economy, but legislators were Uncertain whether the research of Colorado professors had such an effect and trustees barely Agreed that it did.

Economic and Operational Factors. Both groups Agreed that economic efficiency in institutional operation is of primary importance and Agreed that there is unnecessary duplication in offerings among some institutions, although the trustees leaned toward Uncertainty about this duplication.

State Financing and Federal Support

Increasing enrollments and escalating costs in higher education have posed serious financial challenges across the nation. Litigation and legislation regarding the use of property taxes complicate the whole matter. Federal support and the distribution of educational costs involve frequently discussed issues. Legislator and trustee positions are presented in Table II.

The State and the Student. Trustees were Uncertain whether substantial annual increases in the support of higher education can be continued over the next few years. Legislators were also Uncertain, but their position was significantly closer to Agreement that there is no feasible way to continue such increases. Both groups were equally Uncertain whether students (resident and non-resident) and/or their parents should be asked to pay higher tuition and fees. The whole problem of non-resident tuition is complicated by current litigation.

Federal Support. Many persons are looking to the federal government for funds to augment and/or reduce state support of higher education. Various ways of allocation have been suggested, but no one of the four plans presented in this study met with the approval of both legislators and trustees.

Both groups were Uncertain (tending toward Disagreement) whether federal allocations should be made directly to students for their use at institutions of their choice, and they held the same position regarding categorical grants given directly to higher institutions. Trustees were Uncertain whether broadly based federal grants should go directly to higher institutions to be used as they see fit, whereas the mild Disagreement of the legislators was a significantly different response. Even more significantly different, trustees were Uncertain whether federal monies should go directly to some central state agency for subsequent redistribution to individual institutions, whereas the legislators Agreed with this idea.

Both groups were Uncertain whether the federal government has a special responsibility for financing graduate education, the legislators tending slightly toward Agreement that they do have such responsibility and the trustees leaning equally toward Disagreement--another significantly different response.

Faculty Rewards and Working Conditions

Legislators and trustees share responsibility with others for faculty rewards and working conditions. Some pertinent issues and responses to them are presented in Table III.

Teaching Loads and Assignments. Legislators and trustees Agreed that faculty work loads are now somewhat too light, but they were Uncertain whether current economic conditions generally require heavier loads than in the past.

Both groups Agreed that faculty members should devote

TABLE II

LEGISLATOR AND TRUSTEE RESPONSES TO ISSUES ON STATE FINANCING AND FEDERAL SUPPORT

ID	Issues		M/S	Percentages of Responses				
				SA	A	U	D	SD
14	There is probably no feasible way in which Colorado can afford continued substantial annual increases in the support of higher education over the next few years. (.05)	L	2.61	19.7	31.1	21.3	24.6	3.3
		T	3.07	10.0	30.0	8.6	45.7	5.7
15	A larger share of higher education costs should be borne by resident (as well as non-resident) students and/or their parents in the form of higher tuition and fees.	L	3.07	9.8	24.6	23.0	34.4	8.2
		T	3.07	2.9	38.6	14.3	37.1	7.1
16	Federal support of higher education should be provided directly to qualified individual students for their use at higher institutions of their choice.	L	3.41	6.6	19.7	21.3	32.8	18.0
		T	3.50	2.9	20.0	20.0	38.6	18.6
17	Federal support of higher education should be provided directly to higher institutions in categorical grants specifying the use to be made of the funds allocated.	L	3.41	4.9	26.2	13.1	34.4	21.3
		T	3.30	4.3	25.7	20.0	35.7	14.3
18	Federal support of higher education should be granted to some central state agency, for example, the Governor's Office, the Legislature or the CCHE, for subsequent redistribution to higher institutions on the basis of a state-wide plan. (.001)	L	2.25	31.1	36.1	14.8	13.1	4.9
		T	3.06	8.6	35.7	10.0	32.9	12.9
19	Federal support of higher education should be provided directly to individual higher institutions in broadly based grants to be used as these institutions wish. (.01)	L	3.57	11.5	18.0	3.3	36.1	31.1
		T	2.90	8.6	41.4	15.7	20.0	14.3
20	The federal government has a special responsibility for financing graduate programs in higher education. (.05)	L	2.79	9.8	37.7	23.0	23.0	6.6
		T	3.21	4.3	24.3	24.3	40.0	7.1

primary attention to teaching, such Agreement leaning toward the strong side. In a recent national survey it was discovered that 95 per cent of the participating undergraduate students and 78 per cent of the faculty "agreed strongly" or "agreed with reservations" that American undergraduate education would be improved if teaching effectiveness, not publications, was the primary basis for faculty promotion.[8]

Both legislators and trustees registered Uncertainty whether university faculty members should devote proportionately more time to research than faculty in other higher institutions.

Academic Freedom and Tenure. The protection of academic freedom was indicated by Gross and Grambsch as the number one perceived and preferred goal of American university administrators and faculty members.[9] Legislators and trustees in the current study Agreed that academic freedom is essential if higher education is to be of optimal value to society. But with respect to tenure, however, both groups registered their highest level of Disagreement by denying that faculty tenure is essential to optimal faculty performance.

Salaries and Faculty Appraisal. Faculty appraisal has been a threat to many instructors, especially when associated with merit salary increase plans. Legislators and trustees Agreed that some clearly understandable measures of faculty performance and productivity should be established on a state-wide basis in higher education and that merit performance should be the major basis for salary increases and promotion. Legislators were Uncertain whether salary increases should be based on cost of living increases, whereas trustees registered a significantly different response by Disagreeing mildly with the idea.

Trustees were Uncertain whether faculty salaries are generally too low, but were not far from mild Disagreement. Legislators Disagreed slightly with the idea that such salaries are too low. Legislators barely Agreed with the idea that uniform salary schedules should be worked out at the state level for each of the several types of higher institutions, but trustees were Uncertain, another significantly different response.

The Locus of External Coordination and Control

The locus of critical decision making in higher education has been shifting toward external agencies, among which confusion and conflict are not uncommon. The roles which each agency is to play, the advocacy to be reflected and the manner of cooperation are not always clear. Colorado has not escaped the problems normally associated with these developments. The data that are

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8. Reform on Campus, Berkeley: The Carnegie Commission on Higher Education, 1972, pp. 76-77.
9. Gross and Grambsch, op. cit., p. 28.

TABLE III

LEGISLATOR AND TRUSTEE RESPONSES TO ISSUES ON FACULTY REWARDS AND WORKING CONDITIONS

ID	Issues	L/S	M/S	Percentages of Responses				
				SA	A	U	D	SD
21	Faculty work loads in higher institutions are now generally somewhat too light.	L	2.00	23.0	60.7	11.5	3.3	1.6
		T	2.01	14.3	75.7	5.7	2.9	1.4
22	Economic conditions now generally require heavier work loads of the faculty of higher institutions than in the past.	L	3.13	13.1	23.0	21.3	23.0	19.7
		T	3.00	10.0	17.1	27.1	24.3	11.4
23	Higher institution faculty members should devote primary attention to teaching.	L	1.59	59.0	31.1	1.6	8.2	0
		T	1.73	37.1	55.7	4.3	2.9	0
24	University faculty members should devote proportionately more time to research than faculty members in community colleges and four year colleges.	L	2.92	16.4	21.3	24.6	29.5	8.2
		T	2.71	12.9	42.9	11.4	25.7	7.1
25	Academic freedom is essential if higher education is to be of optimal value to society.	L	2.16	27.9	42.6	16.4	11.5	1.6
		T	2.36	25.7	37.1	20.0	10.0	7.1
26	Faculty tenure is essential to optimal faculty performance in higher institutions.	L	3.90	3.3	9.8	13.1	41.0	32.8
		T	4.13	0	8.6	8.6	44.3	38.6
27	Some clearly understandable measures of faculty performance and productivity should be established on a statewide basis in higher education.	L	1.93	34.4	45.9	11.5	8.2	0
		T	2.10	22.9	55.7	11.4	8.6	1.4
28	Merit performance indicative of the quantity and quality of a faculty member's contribution should be the major basis for salary increases and promotion.	L	1.92	41.0	36.1	14.8	6.6	1.6
		T	1.71	42.0	47.8	8.7	0	1.4
29	Future faculty salary increases in higher institutions should be based largely upon cost of living increases. (.001)	L	2.79	8.2	37.7	23.0	29.5	1.6
		T	3.59	0	18.8	13.0	58.0	10.1
30	Salaries for faculty members in Colorado higher institutions are generally too low.	L	3.62	3.3	14.8	21.3	37.7	23.0
		T	3.43	1.4	20.0	22.9	45.7	10.0

Continued

TABLE III (Continued)

ID	Issues		M/S	Percentages of Responses				
				SA	A	U	D	SD
31	Uniform salary schedules should be worked out at the state level for faculty members in each of the several types of higher institutions. (.05)	L	2.46	18.0	47.5	11.5	16.4	6.6
		T	3.00	8.6	41.4	5.7	30.0	14.3

presented in Table IV reflect the feelings of legislators and trustees about some issues in this area of concern

A Stronger Role for Whom? Legislators were on the agreement side of Uncertainty regarding a stronger role for the CCHE, but in a significantly different response, the trustees were very close to disagreement. The trustees liked even less the idea that the State Legislature should play a stronger governance role; with this position they clearly were in Disagreement. Even the legislators were slightly Uncertain whether they should have such a role, the difference in responses of the two groups being quite significant.

The trustees barely Agreed that board members should have a stronger role in institutional governance, whereas the legislators registered somewhat stronger Agreement. Neither the legislators nor the trustees seemed to want the Office of the Governor to play a stronger role in the governance of higher institutions; the former group was Uncertain but close to mild Disagreement on the idea, and the trustees Disagreed slightly.

Planning. Legislators and trustees Agreed that there is increasing need in higher education for long range planning at both state and institutional levels. Trustees Agreed, but with less certainty, that more interstate and regional cooperation is needed in higher education, while the legislators were slightly Uncertain about the idea.

Shared Internal Governance

While faculty members and students have sought a stronger role in decision making, many who have looked in on the college campus from the outside have raised the question, "Who's in charge here?" The competition for control dates back at least to the twelfth century in Italian universities. Activism, unrest and violence have been evident periodically in American higher education almost since its inception.

Legislators barely Agreed and trustees were barely Uncertain that faculty members should have opportunity to participate in the administrative process in higher institutions. But both

TABLE IV

LEGISLATOR AND TRUSTEE RESPONSES TO ISSUES ON THE LOCUS OF EXTERNAL COORDINATION AND CONTROL

ID	Issues	M/S	Percentages of Responses				
			SA	A	U	D	SD
32	The Colorado Commission on Higher Education should play a stronger role than it now does in the governance of higher institutions. (.01)	L 2.77	16.4	27.9	23.0	27.9	4.9
		T 3.50	8.6	21.4	11.4	28.6	30.0
33	The State Legislature should play a stronger role than it does now in the governance of higher education in Colorado. (.001)	L 2.54	27.9	27.9	11.5	27.9	4.9
		T 4.11	0	10.0	10.0	38.6	41.4
34	Higher institution boards of trustees should play a stronger role than they now do in the governance of these institutions.	L 2.18	23.0	47.5	19.7	8.2	1.6
		T 2.40	17.1	41.4	25.7	15.7	0
35	The Office of the Governor should play a stronger role than it now does in the governance of higher institutions.	L 3.38	6.6	14.8	26.2	39.3	13.1
		T 3.63	1.4	12.9	24.3	44.3	17.1
36	There is increasing need in higher education for long range planning at the state level as well as at the institutional level.	L 1.67	41.0	52.5	4.9	1.6	0
		T 1.52	54.3	41.4	1.4	2.9	0
37	More interstate and regional cooperation in higher education is needed to foster educational effectiveness and operational efficiency.	L 2.57	14.8	41.0	23.0	14.8	6.6
		T 2.35	14.5	53.6	17.4	11.6	2.9

groups were Uncertain whether students should have this opportunity. The figures are presented in Table V.

Access and Admissions in Higher Education

During the period of accelerating growth in higher education culminating in the decade of the Sixties, it was all that society could do to keep up with the expansion. With the subsequent slowing of this rush to higher institutions, there is now time and inclination to assess what has happened and to look before

leaping into the future. Legislators and trustees respond to some related issues in Table V.

Four-Year Colleges and Universities. Legislators and trustees were Uncertain whether additional 4-year colleges and universities will be needed in Colorado over the next decade, although their responses were significantly different, the trustees being more doubtful about such a need. Both groups were barely Uncertain (on the side of Agreement) whether graduate programs should be concentrated in the state universities rather than spread widely among 4-year colleges and universities. And they were somewhat Uncertain whether 4-year colleges and universities should limit admission to academically well prepared students.

The Community College. Both legislators and trustees Agreed definitely with the idea that if demands for higher education continue to increase over the next few years, community colleges should play a major role in meeting them. Both groups also registered definite Agreement that "open-door" admissions should prevail in community colleges.

Compensatory Educational Opportunity

Equality of educational opportunity has been and continues to be an unrealized ideal. Compensatory educational opportunity includes a series of actions to redress the inequality of the past and the present. The institutional accomodations required and the costs entailed are proving to be tremendous, and there is much discussion of the pros and cons of compensatory opportunity for higher education. Table VI presents some viewpoints of legislators and trustees.

Both groups Agreed definitely with the specific allocation of either or both federal and state funds for the support of higher education opportunities for economically needy students. They were Agreed also that this type of support should be made available for educationally disadvantaged students. But they were somewhat Uncertain whether special compensatory opportunity and assistance should be made available to economically and/or educationally disadvantaged minority group students.

Student Outcomes

Debate on the roles and goals of schooling is as old as formal education.[10] The conservative, the critical and the creative roles are subject today to reexamination, and many persons decry what they believe to be a lack of specific direction in higher institutions.

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10. For a delightful series of short satirical lectures on this debate, see: J. Abner Peddiwell (Harold Benjamin), The Saber-Tooth Curriculum, New York: McGraw Hill Book Co., 1939, 139 pp.

TABLE V

LEGISLATOR AND TRUSTEE RESPONSES TO ISSUES ON SHARED INTERNAL GOVERNANCE AND ON ACCESS AND ADMISSIONS

ID	Issues		M/S	Percentages of Responses				
				SA	A	U	D	SD
	Shared Internal Governance							
38	Faculty members should have opportunity to participate in the administrative process in higher institutions.	L	2.38	14.8	55.7	14.8	6.6	8.2
		T	2.54	8.6	58.6	11.4	12.9	8.6
39	Students should have opportunity to participate in the administrative process in higher institutions.	L	3.11	8.2	29.5	18.0	31.1	13.1
		T	2.94	4.3	42.9	17.1	25.7	10.0
	Access and Admissions in Higher Education							
40	It is doubtful if any additional 4-year colleges and universities will be needed in Colorado over the next decade. (.01)	L	3.31	11.5	21.3	11.5	36.1	19.7
		T	2.69	14.3	44.3	8.6	24.3	8.6
41	Graduate programs should probably be concentrated in the state universities rather than spread widely among the 4-year colleges and universities.	L	2.54	24.6	31.1	21.3	11.5	11.5
		T	2.54	22.9	34.3	14.3	22.9	5.7
42	Only academically well prepared students should be admitted to Colorado 4-year colleges and universities.	L	2.66	18.0	39.3	11.5	21.3	9.8
		T	2.83	12.9	35.7	12.9	32.9	5.7
43	If demands for higher education continue to increase over the next few years, community colleges should play a major role in meeting expansion demands.	L	1.67	36.1	60.7	3.3	0	0
		T	1.93	36.2	43.5	13.0	5.8	1.4
44	"Open-door" admissions should prevail in community colleges so that students who are less well prepared academically may have a chance to pursue an higher education.	L	1.87	32.8	52.5	11.5	1.6	1.6
		T	1.70	45.7	45.7	2.9	4.3	1.4

As revealed in Table VI, legislators and trustees Agreed definitely that higher institutions should help each student to develop his potential for productive work and to achieve optimal self-identity and self-fulfillment. The level of agreement noted was among the highest given on any of the 50 issues.

Both groups were also in definite Agreement that higher education should teach youth to be sensitive to the need for change, to be constructively critical, to question and to seek higher values and better ways of living and doing things.

Both groups were Uncertain (the trustees being close to Disagreement with the idea) whether higher education should teach youth to accept things as they are and to fit into existing patterns of living in a positive and constructive manner.

TABLE VI

LEGISLATOR AND TRUSTEE RESPONSES TO ISSUES ON COMPENSATORY EDUCATIONAL OPPORTUNITY AND ON STUDENT OUTCOMES

ID	Issues	M/S	Percentages of Responses				
			SA	A	U	D	SD
	Compensatory Educational Opportunity						
45	Some funds, either or both federal and state, should be allocated specifically for the support of higher education opportunities for economically needy students.	L 1.90	34.4	49.2	9.8	4.9	1.6
		T 1.79	34.3	55.7	7.1	2.9	0
46	Some funds, either or both federal and state, should be allocated specifically for the support of higher education opportunities for educationally disadvantaged students.	L 2.20	23.0	52.5	11.5	8.2	4.9
		T 1.97	21.4	64.3	10.0	4.3	0
47	Economically and/or educationally disadvantaged minority group students should receive special compensatory educational opportunity and assistance in higher education.	L 2.80	6.6	42.6	23.0	19.7	8.2
		T 2.59	7.1	54.3	14.3	21.4	2.9
	Student Outcomes						
48	Higher institutions should help each student to develop his potential for productive work and to achieve optimal self-identity and self-fulfillment.	L 1.54	49.2	47.5	3.3	0	0
		T 1.69	45.7	45.7	2.9	5.7	0
49	Higher education should teach youth to accept things as they are and to fit into existing patterns of living in a positive and constructive manner.	L 3.02	11.5	27.9	23.0	23.0	14.8
		T 3.47	4.3	22.9	15.9	35.7	21.4
50	Higher education should teach youth to be sensitive to the need for change, to be constructively critical, to question, and to seek higher values and better ways of living and doing things.	L 1.79	36.1	54.1	6.6	1.6	1.6
		T 1.70	37.1	57.1	4.3	1.4	0

SECTION III. RESPONSE VARIATIONS IN RELATION TO PERSONAL DATA

Overall responses were presented in Section II of this report. The basic measure employed was that of the Mean (average) score for each issue, although distributions of responses were provided in the various tables. This section focuses attention on responses in relation to personal data reported by individual respondents, including both legislators and trustees.

The purpose of the analysis reported here was to determine if the responses within each respondent group were related significantly to any one of the personal variables. This analysis was based upon study of the distributions of responses, an approach which seems to be somewhat more conservative than comparing Means in determining statistically significant differences. Only those differences which were significant at the .05 or higher level of confidence, as explained earlier, were considered sufficiently dependable for reporting purposes, as a general rule. The comparisons noted here do not alter the overall group responses reported issue by issue in Section II, but they may add a dimension of meaning.

General Observations About the Personal Variables

With respect to no single personal variable was there any pattern of interaction that was well established across both major groups of respondents. It appears that personal variables which interact in one group to produce significant differences in response do not necessarily interact in the same manner in the other group. Said in another way, there is little or no evidence in this study to support broad generalizations about democrats, republicans, men, women, older persons, younger persons and the like, although such factors may interact with the responses in a given group.

Among other things, the analysis reveals the difficulty of predicting how people, as classified on various bases, may feel on issues in higher education. It also indicates the problem of anticipating their priorities in terms of what they perceive as personal obligations, responsibilities and roles. Conflict among such things is common among people in all walks of life, and how one may feel as an individual is not necessarily the way in which he will act in a group situation wherein he is subject to the influence of others and for which group action he feels a definite responsibility.

Variations in the Responses of Legislators

Although the questionnaire called for much personal data, the number of participants and the nature of responses made it feasible to consider only nine variables as reported by legislators. Some participants did not respond to every variable.

Variations in Response by Legislative Membership. No statistically significant differences in response distribution were noted among the 50 issues as involves membership in the House of Representatives and in the Senate.

Variations in Response by Political Affiliation. Only 52 of the sixty-one legislators indicated their political affiliation as follows:

Democrat	21	Republican	31

Democrats registered significantly higher Agreement than did Republicans with each of the following issues:

> Economic conditions now generally require heavier work loads of the faculty of higher institutions than in the past.
>
> Economically and/or educationally disadvantaged minority group students should receive special compensatory educational opportunity and assistance in higher education.
>
> Faculty members should have opportunity to participate in the administrative process in higher institutions.
>
> More interstate and regional cooperation in higher education is needed to foster educational effectiveness and operational efficiency.
>
> More time and energy should be devoted to focusing higher education directly on problems and challenges which face society in living here and now.

Republicans were in significantly higher Agreement than were Democrats with the following:

> There is probably no feasible way in which Colorado can afford continued substantial annual increases in the support of higher education over the next few years.
>
> Some clearly understandable measures of faculty performance and productivity should be established on a statewide basis in higher education.

Both Democrats and Republicans were generally in Disagreement with the idea that faculty tenure is essential to optimal faculty performance, the Republicans being significantly stronger in their Disagreement.

Variations in Response by Residency of Constituents. Fifty-three legislators indicated that the constituents which they represented lived largely in:

Large city or metropolitan area	30
Smaller city (5,000-30,000)	14
Villages and/or rural areas	9

Representatives of each of these three groups Disagreed generally with the provision of broadly based federal grants directly to higher institutions, but representatives of

constituents in smaller cities were significantly stronger in their Disagreement. A substantial majority of representatives of large city or metropolitan constituents believed academic freedom to be essential; only half of the representatives of smaller city residents shared this belief, and more than one-third were Uncertain. Only one-third of the legislators representing the villages and rural areas supported academic freedom, and 44 per cent Disagreed with the idea.

While the majority of the representatives of villages and rural areas Agreed that Colorado higher institutions generally exhibit satisfactory accountability, the majority representing large cities or metropolitan areas Disagreed. The majority representing smaller cities was Uncertain about such accountability. Whereas a large majority of the representatives of large cities or metropolitan areas and of smaller cities Agreed that higher institutions should avoid politicalization, less than half of the representatives of villages and rural areas shared this Agreement. Less than 80 per cent of the representatives of smaller cities were in Agreement that higher education in Colorado has had a positive effect on the economy of the state, whereas all of the representatives of the other areas shared such Agreement.

Variations in Response by Sex. Fifty-four legislators indicated their sex as follows:

Female	4	Male	50

The small number of females resulted in the collapsing of the data into one group of men and women. Examination of the uncollapsed data revealed no statistically significant differences in responses, however the data for trustees revealed some such differences.

Variations in Response by Location of Public Higher Institutions. In answer to the question, "Is there a public higher institution in the district which you represent?"--fifty-three legislators responded as follows:

Yes	39	No	14

A substantial majority of the legislators from districts not having a public higher institution were in Agreement with the statement that the CCHE should play a stronger role in the governance of higher institutions, whereas less than one-third of the other legislators Agreed with such a role and the remainder were Uncertain or Disagreed with the idea.

The majority of those without a public higher institution in their district also Agreed that special compensatory educational opportunity and assistance should be provided for economically and/or educationally disadvantaged minority students and, while some reported Uncertainty, none Disagreed with the idea. Those legislators having a public higher institution in their district

were in somewhat less Agreement with the idea of a special compensatory provision, and one-third of them Disagreed with it.

Variations in Response by Location of Private Higher Institutions. Sixteen legislators indicated the presence of a private higher institution in their district and 36 indicated no such institution. The majority of the 16 Agreed that federal support of higher education should be provided directly to qualified individuals for use at higher institutions of their choice. Only one-sixth of the other legislators Agreed with this federal allocation plan, and the majority was in Disagreement with it.

Variations in Response by Age. Fifty-three legislators indicated their age to the nearest birthday as follows:

21-15 years	1	36-40 years	3
26-30 years	3	41-45 years	16
31-35 years	5	46 and older	25

Again, small numbers posed a problem, so the six age groups were collapsed into three groups as follows:

21-40 = 12 41-46 = 16 46 and older = 25

At least half of the legislators in each age group were in Disagreement with the statement--It is doubtful if any additional 4-year colleges and universities will be needed in Colorado over the next decade. But half of those in the age group 41-45 Agreed with this doubt, as did about one-third of the 46 and older group. Younger legislators (21-40 years) were unanimously in Agreement that faculty members should have opportunity to participate in the administrative process in higher education. In this same age group and in the older group (46 and older) a sizeable percentage Agreed to student participation in this administrative process.

Although the Agreement among legislators that higher education has had a positive effect on the economy of the state was well established, it was relatively stronger with the younger group and lowest for the older group. The percentage of respondents in Agreement that clearly understandable measures of faculty performance and productivity should be established on a statewide basis ranged from 50 per cent in the younger group upward to 92 per cent in the older age group.

Variations in Response by Highest Level of Formal Education Completed. Fifty-three legislators indicated the highest level of formal education completed as follows:

Elementary school	0	4-year college or university	12
High school	8	Graduate degrees (1 or more)	16
College (1 or 2 years)	17		

The majority of those with graduate degrees were in Agreement with the statement that economic conditions now generally require

heavier faculty work loads than in the past. Fifty per cent of those completing a 4-year collegiate program and almost 64 per cent of those completing 1-2 years of college Disagreed with the statement. Much Uncertainty existed among high school graduates on this issue.

More than 40 per cent of those with graduate degrees Agreed that salaries for faculty members in Colorado higher institutions are generally too low, whereas at least 50 per cent of each other group Disagreed, and considerable Uncertainty was expressed among the several groups. In each of the three groups having completed some college work, a majority Agreed that faculty members generally exhibit responsible behavior in the exercise of academic freedom, this majority increasing with the level of formal education completed.

Variations in Response by Annaul Income. Fifty-two legislators indicated their annual incomes, exclusive of legislative salaries, as follows:

Less than $5,000	0	$15,000 - $19,999	12
$5,000 - $9,999	11	$20,000 - $24,999	6
$10,000 - $14,999	12	$25,000 or higher	11

The frequently voiced assumption that income has quite an influence on posture toward higher education was not supported by this study. In only two related cases were the distributions of response significantly different. Legislators with lower incomes Agreed more strongly than those with higher incomes that faculty and students should have opportunity to participate in the institutional administrative process, which condition may relate to age as well as income.

Variations in the Responses of Trustees

Analysis of the responses of trustees was accomplished in the same manner as that utilized with legislators. The same general observations made earlier apply to the trustees as well as to the legislators.

Variations in Response by Type of Board Membership. Of the seventy respondents, only 67 indicated the type of board or commission of which they were a member. However, each of the following groups were well represented, percentages ranging from about 60 to 100 per cent:

Colorado Commission on Higher Education (CCHE)
State Board for Community Colleges and Occupational Education (SBCCOE)
University Trustees (CU, CSU and Mines)
State College Board
Local Community College Boards

With only a few issues did the nature of membership seem to interact with the responses to produce statistically significant differences. These differences were understandable in that the

positions taken generally supported the institutions or roles with which the respondents were more closely associated and for which they probably felt a primary responsibility.

Members of the SBCCOE and local community college trustees were stronger in Agreement than other respondents that community colleges should play a major role in meeting higher education expansion demands. These same community college representatives Disagreed more strongly than others with the notion that a larger share of higher educational costs be placed on students and/or their parents. Members of the CCHE and trustees of the several universities were more in Agreement with tuition and fee increases.

Members of the SBCCOE were in less Agreement than other groups that higher education in Colorado has had a positive effect on the state's economy. University and 4-year college trustees believed more strongly than others that research by faculty members has had a positive influence on the economy of the state and that proportionately more research should be done by university faculty than by faculty in other institutions.

Not statistically significant as defined for this study, but related to differences reported here, university and 4-year college trustees were in higher Agreement than other trustees with the idea of special federal responsibility for graduate education. These two groups were joined by community college trustees in favoring broadly based federal grants directly to higher institutions. The importance of academic freedom to higher education was Agreed to by a majority of all groups except the SBCCOE.

Variations in Response by Political Affiliation. Sixty-five trustees indicated their political affiliation as follows:

Democrat 20 Republicsn 44 Other 1

Republican trustees were in somewhat higher Agreement than Democratic trustees with the statement that it is doubtful if any additional 4-year colleges and universities will be needed in Colorado over the next decade. Some respondents of each major political affiliation were in Disagreement with the statement.

Democratic trustees were in higher Agreement than were Republicans on three issues:

> There is unnecessary duplication in educational offerings among some higher institutions in Colorado.
>
> The behavior of most students in Colorado higher institutions is responsible and commendable.
>
> Higher education in Colorado has had a positive effect on the economy of the state.

Variation in Response by Sex. Fifty-eight males and nine females identified their sex among the trustees. In spite of the small number of women in the total group, some significant differences in response merit mention. One wonders what effect the presence of more women trustees might have on the posture of these groups.

Females Disagreed more strongly than males with the idea that student behavior rules and their enforcement are too permissive and too lax, and they Agreed more strongly than males that students should have opportunity to participate in the institutional administrative process. Although there was considerable variation in the responses of women about teaching youth to fit into existing patterns of living, the majority Disagreed strongly with the idea. Women were more Uncertain than males whether teaching loads are too light, more males believing that they are.

Variations in Response by Age. As was the case with the legislators, very small numbers in the lower age groups made the collapsing of data necessary, which action yielded the following age group distributions:

21-40 years = 14 41-45 years = 13 46 and older = 40

Substantial percentages of each age group Disagreed with the granting of federal support to some central state agency for redistribution to higher institutions, such percentages increasing from the younger group through the older, the two older groups registering little Uncertainty on the issue. Members of the age group 46 and older were in much higher Agreement than those in the other two age groups that economic efficiency in operation is of primary importance in higher education.

Agreement that higher institution faculty members exhibit responsible behavior in the exercise of academic freedom increased progressively from the younger group through the older. Strong majorities of each age group favored merit performance as the major basis for salary increases and promotion, and although there was some Uncertainty expressed, there was almost no opposition to the idea. Members of the age group 46 and older were especially favorable toward merit rating. Age groups 21-40 and 46 and older were in much higher Agreement than the intermediate age group that higher institution boards of trustees should play a stronger role than they now do in the governance of these institutions.

Variations in Response by Highest Level of Formal Education Completed. Sixty-eight trustees indicated their schooling in terms of the highest level of formal education completed:

Elementary school	2	4-year college or university	15
High school	7	Graduate degrees (1or more)	36
College (1-2 years)	8		

A majority of those completing elementary and high school

as the highest level of formal education were in Agreement that the CCHE should play a stronger role in the governance of higher institutions, whereas significant majorities of the other groups of trustees Disagreed with this idea. Trustees having one or more graduate degrees and those completing a 4-year college or university program were in much higher Agreement than others that graduate programs should probably be concentrated in the state universities rather then spread widely among 4-year colleges and universities.

Variations in Response by Annual Income. Sixty-five trustees indicated their annual income as follows:

Less than $5,000	2	$15,000 - $19,999	13
$5,000 - $9,999	0	$20,000 - $24,999	7
$10,000 - $14,999	13	$25,000 or higher	30

Annual income seemed to have little significant influence on responses to the issues. In only one case was there a statistically significant difference, and this seemed to have no real meaning.

More Detailed Analysis Not Feasible

Some thought was given to a more detailed statistical analysis, but the small numbers of persons involved in complex multiple groupings were very likely to make such study of little or no real value. The results of the fairly simple analysis presented here serve to stimulate speculation about different variables, but are wisely interpreted with care. It is quite possible that combinations of variables may have contributed to differences of responses apparently involving only a single variable as studied in this project.

SECTION IV. PERSONAL OBSERVATIONS OF THE RESPONDENTS

One part of the questionnaire included three open-end questions inviting free responses from the participants:

> What three aspects of higher education would you like most to have explained fully?
>
> What three improvements in higher education do you believe to be most essential?
>
> What other comments or observations would you like to make about higher education in Colorado?

Analysis of the statements and questions revealed a considerable overlapping across these three items. Consequently, it seemed better to deal with all comments and questions collectively, classifying them into major areas as has been done with the basic issues of the study.

Thirty-five legislators and 41 trustees wrote in response to one or more of the three questions. The breadth and depth of what they had to say was encouraging, although one might not agree with the comments. It is apparent that these men and women have given much thought to higher education, that they are asking important questions and that they would like useful answers. Here lies a major challenge to Colorado higher institutions.

Accountability

Accountability, broadly defined to include educational effectiveness and operational efficiency, was the subject of much attention by respondents. Their comments and questions reflected a wide range of concern covering such areas as the following:

- Greater coordination between higher institutions
- Clearly defined educational goals
- Improved curriculum and instruction
- Greater emphasis on teaching
- Improved student-faculty relationships
- Emphasis on vocational-technical education
- Better use of available resources
- Discipline on campus
- Educational benefits and costs

A few selected comments made by respondents illustrate more specifically their interests. One legislator observed:

> I feel that a real hard look has to be taken at Colorado's overall higher education direction and this has to be done immediately. A definite direction is not now available. I single no one out for this lack of direction. Higher Ed. - the Legislature and the People of the state all share some blame here.

In writing of improvements needed, another legislator offered the following list:

> Less duplication
> Flexibility and cooperation among institutions to use available resources and expertise
> Less competition among institutions to get available money and more desire to promote excellence

A third legislator suggested:

> We must consider the trend to Vo-Ed. It must be made available in more areas of Colorado.

In speaking of a value problem which has faced higher education from the beginning, another legislator said:

> The general public is upset with what happens to the general philosophy and attitudes of their young people while attending college. Moral decline and drug orientation and identification with "extreme" movements concern us.

Trustees expressed many ideas about accountability. One spoke very specifically about needed improvements, recommending the following:

> The establishment of the following conditions within each institution so that it may become accountable for student learning:
>
> 1. Objectives specified in terms of outcomes--student behavior.
> 2. A system of measurement is established that will tell whether or not students are meeting the objectives and if not, where the specific problem lies.
> 3. A system exists that can deliver to you on a continuing basis a learning characteristics profile on each student.
> 4. There is a cost accounting system and a resource distribution system that relate costs and resources to the outcomes that the system is producing.
> 5. There is a procedure established for making modifications in the system based upon the data concerning attainment or non-attainment of outcomes.

Another trustee said:

> I'm really tired of the administrators' constant complaints about under-funding rather than seeing that they accomplish as much as possible with the available funds.

A third trustee observed:

> Higher education in Colorado does not really serve all who could benefit from it; many poor people have no chance to attend any type of college.

All is not grim with higher institutions and their accountability. For example, one legislator who made a number of other statements concerning accountability and different concerns concluded his remarks:

> I personally believe the "products" of higher education in Colorado speak and represent our institutions quite well.

Educational Costs and Financing

Closely related, if not an integral part of the global concept of accountability, educational costs and financing also were of concern to many legislators and trustees. The following topical areas summarize the extent of their personal expressions:

Funding for capital construction
Costs to students
New ways of funding higher education

Quite a few persons were concerned about the financing of needed capital construction. One trustee suggested that the state needs:

> Some form of building authority to assure logical, economical, timely construction of physical facilities.

Another commented as follows on construction:

> This state needs to provide for bonding to build needed facilities now rather than pay as you go which results in millions of dollars in rent which should be spent for more and better education.

Included among suggestions for improvement were the following statements made by two other trustees:

> Find better solutions to the problem of financing ever increasing operating and construction costs.

> Attainment of better financial management, greater efficiency in operation.

Costs to students and parents surfaced differing points of view. The selective impact of high personal costs is well recognized, particularly as it serves to discourage students of low socio-economic status, even if they have high ability. At the same time, the personal financial benefits of a college education serve to raise the question whether the individual who is to profit should not make a greater personal investment

in his own higher education.[11]

Among the improvements suggested for higher education, one legislator recommended:

> Free tuition for Colorado residents
> Free textbooks

On the same issue of costs, one trustee advised:

> Recover a portion of the public investment in higher education through student assumption of the obligation, payable within a reasonable number of years following graduation.

Another trustee suggested the following as an improvement:

> Innovative financing, including much greater use of student loans (learn now, pay later) as a greater percentage of total cost and less direct government funding of the instructional budget.

Viewing the problem of costs from another angle, a trustee commented:

> The very rich and the very poor appear to have availability of educational opportunities. There should be some type of tax relief for the middle income families who are paying the majority of the bills today.

Related to educational costs and services, one legislator recommended:

> The elimination of duplicating curriculum and extension services.

A trustee advised:

> A long range funding plan for building programs needs to be developed.
> We must eliminate duplication of expensive programs.
> WICHE programs or similar reciprocal programs between states could not only eliminate expensive duplication of programs, but duplication of facilities and even institutions as well.

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11. For some challenging statistics on ability, socio-economic status and educational achievement, see: Robert H. Berls, "Higher Education Opportunity and Achievement in the United States," The Economics and Financing of Higher Education in the United States, Washington, D. C: U. S. Government Printing Office, 1969, pp. 145-204.

In concluding a series of suggestions, another trustee observed:

> Our biggest concern is how to get people committed to the kind of support education must have to grow and the courage to make changes in institutions to meet needs.

Faculty Rewards and Working Conditions

In addition to curriculum, instruction and student-faculty relationships which were mentioned earlier, legislator and trustee concern for matters of faculty reward and working conditions also included academic freedom, tenure, work loads and salaries. The primary importance of teaching was clearly evident in earlier responses to stated issues, which position was further supported by a variety of free responses. One trustee suggested:

> We should have more dedication toward the classroom on the part of faculty.

The same person called for the elimination of tenure, while another trustee proposed:

> Teachers should extend their talents to always teach to the best of their ability and not rest on past performance. Tenure has been good in that it keeps politics out of colleges, but there is no way to get rid of the lazy teacher. This is the greatest improvement needed.

A third trustee spoke of teaching and research in recommending:

> 1. Better teaching techniques. Do away with lectures. Use qualified teachers--use fewer graduate students to teach.
> 2. Less research done by professors. Less importance given to "publishing." More emphasis on teaching students. Hire research team for research.

Legislators shared many ideas voiced by trustees. One legislator recommended:

> 1. Emphasis should be placed on the importance of having the teacher (professor) in contact with the student--this is the thing that the student is paying for and should receive.
> 2. Upon accepting a student, the institution has accepted a responsibility to see that the student receives all the help necessary to pass the courses attempted--there should be no courses designed to flunk the student out of school.

Another legislator included the following among his recommendations:

> More inservice training for faculty members in new teaching techniques.

Salary increases were called for by several respondents, and the idea of merit pay also was suggested. Heavier faculty loads were proposed by some. One legislator offered the following recommended improvements in higher education:

> 1. Improve student-faculty relationships.
> 2. Keep the faculty instructing and on campus--available to students.
> 3. Some greater work loads.

Another legislator proposed greater work loads for all faculty members, while a third raised the question:

> Evaluation of performance, i. e., how good an educational job do they do?

The scope of concern was broadened by another legislator who asked for a full explanation of:

> Work loads of professors and pay received from foundations, research and outside work.

Comments by several trustees pointed to academic freedom and tenure as follows:

> Is academic freedom entirely dependent upon tenure?
> Tenure is hurting higher education.
> Elimination of tenure--because it perpetuates mediocrity.
> Is tenure being properly used?

Governance, Coordination and Control

In the broad area of administration and governance, strong feelings reported by some respondents suggest the importance of clarification on issues and the need to develop a cooperative working basis founded upon a clear understanding of all that is involved. Many statements were made; those presented here are representative of critical and divergent postures, most of which were written by trustees.

One trustee expressed his concern as follows:

> Don't know how to reverse or correct the trend, but the increasingly potent role played by staffs serving the Legislature, the Governor and the CCHE infringe on governance and administration in an alarming way. These staff members are sincere, but the soundness of their judgment is conditioned by their biases, their limitations in obtaining all relevant facts, their susceptibility to selective personal contact, their specific prior background, etc.

In suggesting the need to streamline state control, one

trustee commented:

> There seems to be a confused situation because of too many boards--local, Commission on Higher Education, State Board for Community Colleges and Occupational Education, HEW, plus the legislature, the governor and any other political group which often gets involved in some function of the institution.

A call for local autonomy was voiced by another trustee:

> There is entirely too much bureaucracy in higher education in this state. Boards at the local level have little or no authority on their own. Local needs can't be met by placing detailed authority in the hands of the Joint Budget Committee.

In suggesting a scheme of governance at the state level, another trustee observed:

> There are too many boards of control! There are too many paid executives doing the same or overlapping work.

Another trustee stated:

> The CCHE is an unnecessary and burdensome agency which does more harm than good and should be eliminated.

One legislator recommended that we have:

> Governance of all institutions by one board of regents.

Criticism was not confined to only one or two agencies associated with higher education. Said one trustee:

> Higher education suffers from all the games that are played by the Governor, Legislature, Joint Budget Committee, Commission on Higher Education and our Board.

A different position was reflected by a trustee who said:

> It is high time the Commission on Higher Education be given some real authority to plan and execute short and long range plans based on present and future needs of higher education in Colorado.

Concerning other agencies, the same respondent stated:

> It is also high time for the Joint Budget Committee and the Legislature to recognize that they are not experts in the field of higher education.

While one legislator suggested that the CCHE has to face facts, not politics, another advocated governance by local boards under a strong CCHE.

A trustee raised the question:

> Why the CCHE seems to be a champion of the JBC rather than a stronger proponent for higher education?

In somewhat softer tones, two trustees spoke to conditions which underlie some of the stronger statements made by other respondents. One of these two trustees said:

> The role of the Commission on Higher Education should be clarified. In many respects its functions appear to overlap and unnecessarily duplicate the State Board's jurisdiction.

The other trustee called for a full explanation of:

> The role of the various governmental groups in the budget process, i. e., Executive Budget Office, Joint Budget Committee, CCHE, college or university governing board.

A basic approach to the resolution of misunderstanding, of confusion as to roles and of problems of authority and control was offered by one trustee as a recommendation:

> Dialogue, involving all those in any way associated with or responsible for higher education in Colorado, openly and freely engaged in for better understanding.

Access, Admissions and Institutional Articulation

There appears to be a growing recognition that access to higher education, admissions policies and articulation among institutions are closely related. And this articulation is extended to include secondary schools. One trustee stated the broad relationship in the form of a question:

> How are all institutions of higher education working together for the benefit of the student? How can this be improved?

Such cooperation was the concern of many respondents, one legislator calling for better communication between all institutions of higher learning and another recommending system-wide excellence:

> We should plan for the best individual program in each institution of higher education, rather than planned mediocrity or the neighborhood supermarket theory of education.

A somewhat different idea was voiced by one legislator:

> I think higher education has gone overboard in trying to be everything for everybody. A student should gain experience in the outside world.

Trustees voiced similar ideas about this large area of concern, one proposing that:

> There should be a much closer and more extensive articulation between the public schools and higher education in the state.

One legislator asked for an explanation of the opportunities available for students other than the academically qualified to pursue courses, and he called for open-door admissions with appropriate institutional accomodations. Another legislator suggested a somewhat divergent viewpoint:

> Admit only students that can make the grade. Keep only students that are interested in getting an education.

One legislator advised that we should eliminate the open-door at 4-year colleges. A trustee called for:

> Definition of institutional responsibility between community colleges, 4-year colleges and comprehensive universities.

Another trustee suggested that:

> Higher institutions should be more attuned to the needs of the communities which they serve and should be more career oriented. Courses should be shortened by at least 40%, and education should continue at intervals throughout life.

Two other trustees spoke to coordination, planning and support as these conditions bear on educational opportunity:

> A 'master plan' for continued development of newer institutions of higher education should be developed before new schools are opened. At this time it appears that we have enough schools, but that maximum efficiency in utilizing these schools is not being met. The developing and following of a master plan could help to obtain maximum efficiency.

> Higher education must be made available to all who seek it in a way that will help each to reach his potential. We must all recognize the importance of education.

Community College Education

The increasing significance of the community college was reflected in earlier responses of legislators and trustees. Their personal comments strengthen this posture. One legislator stated:

> I believe we must continue major emphasis on community college expansion.

Another legislator called for more community colleges and more vocational education. Trustees, particularly those associated with community colleges, supported the same ideas, one of them observing:

> With the new community colleges we are more adequately meeting the needs of the educable populace. Strong vocational support should be continued.

Another trustee offered the following suggestions for improving higher education:

> Put more stress on the high school seniors to attend 2-year colleges. Stop spending more money on the universities in enlarging their campuses with new buildings. They are too large now. Have more students pursue vocational type education.

Concerning institutional relationships and planning, one trustee suggested:

> The community colleges should increase their role in vocational programs while 4-year institutions should de-emphasize vocational programs and work on undergraduate and graduate programs. The "spreading out" of 4-year institutions into vocational programs in the smaller communities and on campus increases the financial burden on the community colleges in trying to compete with the larger schools for FTE monies.

Another wrote:

> Encourage state universities to concentrate on the education of upper classmen and graduate students as the community and junior colleges meet the needs for the first two years of instruction.

And a legislator, in speaking generally to higher institutions, advocated that:

> . . . the institutions of higher education become a real part of the communities in which they exist. . .

Other Comments by Legislators and Trustees

Of the many added comments, some impinged on areas already mentioned, while others illustrate further the breadth of respondent expression. Legislators stated the following ideas and questions:

> More intramural activities rather than professional athletes.
> Better explanation of research and/or government contracts in relation to main purpose of institution.
> Categorize costs by department or discipline.

Full disclosure of budget, especially by large universities.
Why do administrators fight program budgeting?
Why do the schools refuse legislative intent in the budgeting process, thereby alienating members of the General Assembly?
More minority students.

Trustees also made a number of comments and raised some questions as follows:

Why is it that scholastic scholarships to high school students are not granted anymore but a good football player can get a scholarship?
I detect in faculty people a tendency to place themselves above "lay" people, to expect special bonuses like sabbaticals, plenty of time to "think," etc., that the most vigorous institutions in this country--industry, medicine, etc.--get along without. The whole shebang could probably double its actual work load and approach the production levels others support all the time.
Adequate and compulsory remedial programs in the freshman year for all deficient students.
More participation of minority individuals (including women) and professional people in the community, in responsible faculty and administrative roles--off or on campus.
Better communication between faculties and people.
Why does the legislature require a school to give back to the state all tuition collected after the enrollment reaches the number of students authorized in their budget?

SECTION V. RELATED OBSERVATIONS

The synopsis presented prior to Section I provides a brief explanation of the study and a short summary of major findings. Details are available in Sections I - IV, together with related discussion and references for those who may wish to explore some of the topics further. This brief concluding section offers a few observations pertinent to the interpretation and use of results.

The general similarity of positions held by legislators and trustees on the majority of issues is significant and is of special importance to collegiate personnel. There were also some differences of opinion, of course, but the overall central impression is one of considerable congruence between two prominent lay groups whose policy making and fiscal decisions have a tremendous influence on higher education in Colorado. To disregard their posture on important issues is to act unwisely.

Beyond this congruence, the broad distribution of responses made to issues indicates that there was not unanimity of position and that many legislators and trustees were uncertain on some issues. This distribution and a study of completed individual questionnaires give the impression that the issues were read carefully and the responses made thoughtfully. The admission of uncertainty by respondents is a wholesome condition and should be encouraging to those who may wish to help legislators and trustees find a rational position on educational issues.

The reasons why participants responded as they did were not studied. Doubtless many factors influenced the responses, some of which are touched on in Section III. It should be remembered that legislators are called upon to make decisions about a myriad of societal problems. To be well informed on all of these and associated conditions poses a Herculean task, compounded by the fact that demands usually exceed the resources readily available to meet them. Trustees, too, are generally laymen with many responsibilities other than those related to their association with higher education, and their challenges are great.

It appears that higher institutions collectively should take the lead in conferring with legislators and trustees together on matters of basic issues and general policy in higher education. The need for mutual understanding is obvious. There is no doubt that all concerned might serve more effectively and efficiently if fundamental agreements can be reached and responsibilities delineated. Such conferences probably should be held when the General Assembly is not in session. The focus should be upon higher education in a statewide context, the deliberations being as free as possible of inter-institutional competition.

Developments of the past few years in higher education and the responses reported in this study suggest the end of an era during which collegiate institutions exercised considerable autonomy, individually and collectively. Today there is a serious and open conflict of goals and values in higher education. Administrators, faculty, students, trustees, parents, legislators,

state executive officers and the general public are involved in varying degrees. How and when the conflict will be resolved is uncertain; meanwhile, the attendant confidence crisis is undermining the foundation of all education.

This debilitating condition will likely persist so long as higher institutions feel the necessity of engaging in defensive tactics behind the walls of autonomy and so long as outside forces believe it desirable to breach these walls or to pry open the gates by intervention or by financial starvation. Adversary positions characterized by mutual resistance offer little promise of effective cooperation, without which both higher education and society stand to lose heavily.

The conferences recommended earlier in this section are proposed as one means of dealing with the current conflict and the confidence crisis. Complex and multi-dimensional, this situation should be faced openly and honestly. The intent should be to move toward sound solutions to problems, not merely to air grievances and to learn to live more comfortably with them. The fixing of blame is far less important than getting at facts and making workable decisions. Research and reason should prevail over rhetoric. General policies and constructive goals should be developed for a statewide system of higher education, within which well defined institutional diversity may serve to meet needs more effectively and efficiently than many believe is now the case.

For various and understandable reasons, statewide coordination in higher education across the nation is reducing institutional autonomy. Faculty members are learning that their assumed freedom is not as complete as it once was, nor their tenure as secure. Interal accountability and professionalism no longer satisfy those who increasingly question what is going on in higher institutions. The weight of societal expectations is heavier than ever, and the public appears determined to exercise prerogatives it long has held but has not usually employed.

Financial austerity may well lie ahead, at least temporarily. Measures of effective performance, together with persuasive evidence, are increasingly called for. With the end of the era of rapid expansion, the higher education marketplace has changed. Communication among state agencies charged with responsibility for higher education is not always good, misunderstanding often cripples operation and competition for authority and power is apparent. Higher institutions are sometimes trapped in this situation.

Many administrators and faculty members are fearful of the demands which accountability makes. Models currently in use provide objective data, but these data do not necessarily serve as a valid basis for qualitative judgment of either educational process or outcomes. The focus seems to be on figures that make the "least cost principle" attractive, particularly to those who are economy minded. At times it appears that those who are most critical of higher education fail to realize that education is a peculiar economic commodity which does not fit well the pattern

of exchange payoff often applied to other business enterprises. And within higher institutions there are some who seem not to feel a need of accountability, save perhaps to themselves or to their discipline.

The resolution of all of these problems calls for caution as well as action. Instant and simple answers will not suffice for complex questions. Long range concerns should not be sacrificed to more immediate demands. To act hastily may well reduce future options so that higher education is basically weakened while superficially appearing to be made more accountable. Not to act at all is equally unwise. It is hoped that this study and this report may serve to motivate all who are concerned to think deeply, to speak softly and to cooperate vigorously that higher education in Colorado may realize its full potential for the sake of the people to whom it is fundamentally responsible.

APPENDIX

COLLEGIATE TRUSTEES QUESTIONNAIRE ON PUBLIC HIGHER EDUCATION

This questionnaire deals with varying points of view about public higher education. Respondents may honestly and sincerely agree, disagree, or have no definite opinion on these viewpoints. For purposes of clarification five terms appearing frequently in the questionnaire are defined as follows:

Higher Education - - the post-secondary school education provided in the collegiate institutions defined below.

Community Colleges - - 2-year collegiate institutions, some of which are in the state system of community colleges and some of which are not.

Four-Year Colleges - - 4-year collegiate institutions having primary emphasis on undergraduate programs and which may or may not offer some graduate programs.

Universities - - comprehensive collegiate institutions including extensive educational offerings and related services at both undergraduate and graduate levels.

Higher Institutions - - includes the three types of institutions defined immediately above: community colleges, four year colleges, and universities.

Respondents are asked to think in terms of these definitions in registering their responses to the questionnaire rather than restricting their thinking to any one or several individual institutions.

SECTION I

Please indicate your candid reaction to each statement below by registering your agreement or disagreement as follows: (Circle only one letter for each statement, please)

Circle letter a if you strongly agree

Circle letter b if you agree

Circle letter c if you are uncertain

Circle letter d if you disagree

Circle letter e if you strongly disagree

The response to Item X immediately below illustrates the manner of registering your opinion.

Item X. Higher education is important in the USA. a (b) c d e

* The same questionnaire, with a different title page and somewhat differert Section II, was used with Colorado Legislators.

1. Rules on student behavior and their enforcement are generally too permissive and lax in higher institutions.	a b c d e
2. Higher institutions should help each student to develop his potential for productive work and to achieve optimal self-identity and self-fulfillment.	a b c d e
3. Some funds, either or both federal and state, should be allocated specifically for the support of higher education opportunities for economically needy students.	a b c d e
4. Economic conditions now generally require heavier work loads of the faculty of higher institutions than in the past.	a b c d e
5. The Colorado Commission on Higher Education should play a stronger role than it does now in the governance of higher institutions.	a b c d e
6. Federal support of higher education should be provided directly to individual higher institutions in broadly based grants to be used as these institutions wish.	a b c d e
7. Salaries for faculty members in Colorado higher institutions are generally too low.	a b c d e
8. It is doubtful if any additional 4-year colleges and universities will be needed in Colorado over the next decade.	a b c d e
9. Federal support of higher education should be granted to some central state agency, for example, the Governor's Office, the Legislature, or the Colorado Commission on Higher Education, for subsequent redistribution to higher institutions on the basis of a state-wide plan.	a b c d e
10. There is unnecessary duplication in educational offerings among some higher institutions in Colorado.	a b c d e
11. In general, the public is well satisfied with higher education in Colorado.	a b c d e
12. Only academically well prepared students should be admitted to Colorado 4-year colleges and universities.	a b c d e
13. The behavior of most students in Colorado higher institutions is responsible and commendable.	a b c d e
14. Some funds, either or both federal and state, should be allocated specifically for the support of higher education opportunities for educationally disadvantaged students.	a b c d e
15. Students should have opportunity to participate in the administrative process in higher institutions.	a b c d e
16. Higher education in Colorado has had a positive effect on the economy of the state.	a b c d e

17. The federal government has a special responsibility for financing graduate programs in higher education. a b c d e

18. Economically and/or educationally disadvantaged minority group students should receive special compensatory educational opportunity and assistance in higher education. a b c d e

19. Uniform salary schedules should be worked out at the state level for faculty members in each of the several types of higher institutions. a b c d e

20. Federal support of higher education should be provided directly to higher institutions in categorical grants specifying the use to be made of the funds allocated. a b c d e

21. The State Legislature should play a stronger role than it now does in the governance of higher education in Colorado. a b c d e

22. Faculty tenure is essential to optimal faculty performance in higher institutions. a b c d e

23. There is probably no feasible way in which Colorado can afford continued substantial annual increases in the support of higher education over the next few years. a b c d e

24. Academic freedom is essential if higher education is to be of optimal value to society. a b c d e

25. A larger share of higher education costs should be borne by resident (as well as non-resident) students and/or their parents in the form of higher tuition and fees. a b c d e

26. Faculty members should have opportunity to participate in the administrative process in higher institutions. a b c d e

27. Graduate programs should probably be concentrated in the state universities rather than spread widely among 4-year colleges and universities. a b c d e

28. Some clearly understandable measures of faculty performance and productivity should be established on a state-wide basis in higher institutions. a b c d e

29. Faculty members of higher institutions should become involved in public affairs as private citizens. a b c d e

30. Higher education should teach youth to accept things as they are and to fit into existing patterns of living in a positive and constructive manner. a b c d e

31. "Open-door" admissions should prevail in community colleges so that students who are less well prepared academically may have a chance to pursue an higher education. a b c d e

32. Economic efficiency in operation is of primary importance in higher institutions. a b c d e

33. Federal support of higher education should be provided directly to qualified individual students for their use at higher institutions of their choice. a b c d e

34. Higher institution faculty members should devote primary attention to teaching. a b c d e

35. Colorado higher institutions generally exhibit satisfactory accountability for the human and monetary resources placed at their disposal. a b c d e

36. Higher education should teach youth to be sensitive to the need for change, to be constructively critical, to question, and to seek higher values and better ways of living and doing things. a b c d e

37. Higher institution faculty members generally exhibit responsible behavior in the exercise of academic freedom. a b c d e

38. Higher institutions should have clearly defined objectives and should clearly demonstrate attainment of these objectives. a b c d e

39. There is increasing need in higher education for long range planning at the state level as well as at the institutional level. a b c d e

40. University faculty members should devote proportionately more time to research than faculty members in community colleges and 4-year colleges. a b c d e

41. The Office of the Governor should play a stronger role than it now does in the governance of higher institutions. a b c d e

42. More interstate and regional cooperation in higher education is needed to foster educational effectiveness and operational efficiency. a b c d e

43. Future faculty salary increases in higher institutions should be based largely upon cost of living increases. a b c d e

44. If demands for higher education continue to increase over the next few years, community colleges should play a major role in meeting expansion needs. a b c d e

45. Higher institutions should avoid taking official institutional positions on political and related issues. a b c d e

46. Merit performance indicative of the quantity and quality of a faculty member's contribution should be the major basis for salary increases and promotion. a b c d e

47. More time and energy should be devoted to focusing higher education directly on problems and challenges which face society in living here and now. a b c d e

48. Higher institution boards of trustees should play a stronger role than they now do in the governance of these institutions. a b c d e

49. Faculty work loads in higher institutions are now generally somewhat too light. a b c d e

50. Research accomplished by Colorado higher institution faculty members has had a significant positive effect on the economy of the state. a b c d e

A. What three aspects of higher education would you like most to have explained fully?

B. What three improvements in higher education do you believe to be most essential?

C. What other comments or observations would you like to make about higher education in Colorado?